FOR MYSORE STATE

Rural Welfare (195 3) Department

MS. SERIES.

G.O. No. 887

Dated 13-7-1953.

[Despatch Abstract.]

Two-Man-Committe - Village Industries - Question of drawing up a Co-ordinated plan - Deferred.

Extract from the "Report on Rural Welfare Work by the Two-man Committee".

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2. Organisation of village industries.

This is the weakest link in the whole chain. More than one scheme for the organisation of village industries have been put up including one drawn up by the secretary of the All-India Village Industries Association. A mountain of labour however produced only a mouse in the shape of a decision to distribute some raw materials and tools to village artisans, the tools free of cost and raw materials at cost price. This has hardly touched the problem of organising village industries. The immediate and inescapable need is to draw up a co-ordinated plan for the development of village industries and to implement the same directly within the framework of the Rural Welfare Department. To expect the Industries Department as now functioning to organise village industries on an adequate scale is an idle dream. It was one of the important recommendations in "The General plan for Firka Development Work" drawn up in 1947, that the actual organisation of village industries should be entrusted to the Rural Welfare Department and that it should not be left as now to the Industries Department. This was re-emphasised in the report one of us submitted in 1949. And yet after six years the organisation of village industries in a proper, systematic and State wide scale has not even begun. At the two Gram Sevak Vidyalayams under the Rural Welfare Department in Kallupatti and Gopannapalem, two rounds of training of village artisans and others in a number of village industries have been completed. About a hundred people have thus been trained. But no attempt has been made to follow up the training by making it possible for the trained artisans and others to employ themselves profitably in the various village industries. What is necessary is not only training but specific schemes of village industries aided by the Department in which the trained worker can be absorbed. Hardly ten per cent of those trained are working at the village industries in which they obtained training for lack of financial aid and equally for lack of proper schemes of work. This big gap must

be filled up in as the first step in the organisation of village industries.

Let there be no mistake; village reconstruction will continue to be unreal unless we can give the villagers an economic programme through which village artisans can earn a little more than they do to-day. While more and more attention is now being given to agriculture, practically no attention is being given to village industries. At the same time every one admits that without organising village industries even agricultural improvement will remain unreal. So here is an item of work which is of the utmost importance and which is utterly neglected. In the original "General Plans" suggestions have been made in regard to the organisation of village industries. These must now be taken up and implemented. We make the following concrete suggestions in this regard:-

1) A small high level committee should be set up and charged with the task of drawing up a concrete scheme for the organisation of village industries without delay.

2) The present Deputy Director for Village Industries working under the control of the Director of Industries and Commerce, should be brought into the Rural Welfare Department to function as Deputy Director for Village Industries under the Director of the Rural Welfare Department, like the Khadi Special Officer.

3) A suitable skeleton staff should be created for village industries within the framework of the Rural Welfare Department.

(4) Funds should be made available for this work.

5) Targets of production in village industries should be set up.

6) As far as possible village industries should be organised through various multi-purpose co-operative societies.

This brings us to the question of multi-purpose co-operative societies which have been formed in the selected firkas and the number of which is more than 2500. We are confronted with the astonishing spectable of such a large number of multi-purpose co-operative societies doing practically nothing to increase production of consumer goods through village industries. One of the main objectives in the formation of multi-purpose co-operative societies was certainly

increased production through village industries. To begin with, the Co-operative Department, was dead set against the formation of multi-purpose co-operative societies. But under direction from Government, the Co-operative Department registered the above multi-purpose co-operative societies. Having done this, it looks as though the Co-operative Department has washed its hands clean of any further effort to make the multi-purpose co-operative societies function really as such. It is for the Government to call for accurate information in this regard and to see to it that the Co-operative Department puts life into these societies and link them directly and actively to increased production through village industries and to help in marketing such produce. If this is not done, the multipurpose societies, more than 2500 in number, will continue to remain useless and ineffective as now. In fact the Deputy Director for Village Industries, who under our proposal will become a Deputy Director under the Rural Welfare Department should be one who has also full training and experience in co-operation.

Khadi as number one village industry .

One redeeming feature in this most depressing situation regarding village industry is that the Rural Welfare Department is to-day giving employment and therefore food and life to about 50,000 families through their scheme of Khadi production. That these 50,000 families are thus sustained in these days of famine and scarcity is note-worthy. We saw once again as often before what Khadi production means in villages in and around Yerragondapalem (Kurnool Dt) Payyanur (Malabar Dist.) and Avanashi (Coimbatore Dist.). It was in Avanashi that we saw one of the huge M.B.Sheds stocked with Khadi from floor to ceiling. There must have been Khadi stock worth more than Rs.3 lakhs in this one godown. We examined the Khadi pieces, sarees, etc. The quality is excellent and weaving particularly first class. Outside, there was a long queue of village women waiting with their bundles of yarn to be purchased by the local Khadi Officer and his staff. We talked to them. There was a bitter uproar about the recent reduction in the price of yarn hanks. The price has been reduced from annas three and pies three to annas two and pies eight. What a small reduction this,

would appear to the city dweller; but to every spinner, and there are 50,000 of them working for the Rural Welfare Department, it has been something like a mortal blow. This has been done to reduce the price of Khadi for the consumer and to clear stocks. Instead of Government furnishing a subsidy to cover the loss due to reduction of prices for clearing stocks, the loss is made good by taking it out of 50,000 spinners who get the least paid as among the various artisans engaged in Khadi production. Ginning, carding and weaving are always better paid than spinning and yet it is out of the spinners that the loss is made good. We consider this totally wrong. But to understand the extent of the poverty in the villages and the urgent need for relief which Khadi production is meeting, it should be mentioned that the one cry from the spinners we met was that even at the reduced wages production should not be curtailed. City economists and officials at high level sitting at Secretarial desks can hardly understand on the one hand the significance of such an economic situation, or on the other the importance of Khadi at this point. Wherever we saw Khadi production work, there we saw something tangible and concrete being done at the village level to relieve extreme distress and poverty. The tragedy of the situation however is that large stocks of excellent Khadi are lying unsold. It was Gandhiji's declared view, and we wholly agree with it, that in such a situation it is for Government to buy all their cloth needs in every Department without exception exclusively in Khadi. For the Government themselves to encourage hand spinning and put some Rs.40 lakhs into the work and then let their Departments buy cloth elsewhere appears to us to be a hopeless contradiction of policy and practice. We beg of the Government with all the emphasis we can that no relaxation whatsoever should be permitted in the rules asking that Khadi alone should be purchased by the various Departments and that if necessary further rules should be made to make such purchase more complete and without any loophole.

We conclude by saying that in face of hard realities of famine, scarcity and growing poverty in the rural areas there is nothing more important in the whole programme of rural welfare than the organisation of village industries and the further development and expansion of

Extract from the Two-Man Committee's Report.

VI. WHAT MUST NOW BE DONE?

This is the crux of the question. We have to keep in mind many factors which may not be put down in detail for lack of time and space. We can only put down our suggestions without hesitation. But every suggestion can be discussed in detail, if necessary, with those concerned. In the previous pages we have cleared the ground for a proper appreciation of the suggestions we shall now make. There is nothing final or sacrosanct about our suggestions. But we claim that no one can run away from them if the intention is to undertake the reality of village reconstruction work in the situation now obtaining in the country-side. After all, the test for every proposal and suggestion is whether, it can be implemented in the village situation and if it would serve the purpose we have in view, namely, prosperous, happy and fairly self-sufficient villages from where people will not continually migrate to congested towns in search of labour, food and happiness.

We, therefore, make the following proposals:-

1. No one will dispute that the major problems in the village to-day are economic. No village reconstruction work can become real unless it gives the farmer and the craftsmen in the village a chance to earn a better income or a better chance to meet the needs of his daily life. The whole of the Rural Welfare programme must now give more attention and care to devise ways and means of giving the village people at the village level a chance to earn something more and not merely attend to minor amenities required in the village. This means more help to the farmer and the organisation of village industries on a systematic, long-range and as far as possible co-operative basis. So far as agriculture is concerned something is being done. But that is not enough. In many places we heard the complaint that improved seeds were not available, or that improved seeds were only that in name. Adequate distribution of better agricultural implements is

another bitter need. Co-operatives of village black-smiths, carpenters, etc. should be established for groups of villages and trained to produce better agricultural implements, rather than import from long distances factory-made implements. That will partly solve two problems, i.e., need for easily available local supply and more employment. Much more funds will have to be provided for minor irrigation works than even now. Give the farmer better irrigation facilities, better instruments, better seeds and he will take care of himself thoroughly. Special marketing agencies must be set up whereever necessary.

We have already stressed that no economic programme in the village can do without organisation of village industries. While this is a most important item, it is at the same time the most neglected item. Wherever any little attempt has been made to help any village industry like oil-pressing, bee-keeping, poultry, pottery, etc. good results have been otained as in Kallupatty, Gopannapalem, Gandhigram, etc. In this connection we can only refer back to the concrete suggestions we have made in regard to the organisation of village industries in Chapter IV of this Report .

2. Right from the date "The General plan for Firka Development" was drawn up and in the Report made in May 1949 it has been stressed over and over again that the one condition for the success of the work of a Department like that of Rural Welfare is effective co-ordination and co-operation among the various Departments working at the village level. Here is the relevant quotation from the report made to Government in May 1949:-

> "The present state of things within the firkas shows a lack of co-ordination between the various Departments concerned with village uplift work. These departments are those of Agriculture, public works, Education, Cottage Industries, Harijan Uplift, public Health, the ameliorative section under Prohibition and Women's Welfare.
>
> The time has come to co-ordinate effectively the activities of the above departments inside the selected firkas As per "The General Plan for Firka Development work", it is

through the District Collector through whom such co-ordination was sought to be effected. But the District Collectors are very busy persons and they cannot, perhaps, be expected to take the initiative in creating such co-ordination. At present it is only when the Firka Development Officer asks for some such co-ordination at some point of the work that the Collector sanctions it. The responsibility for initiating co-ordination thus falls on the shoulders of the Firka Development Officer. But he is not a big enough officer in the district to obtain on his own initiative, all the co-ordination required for the work in the firka. At present, this state of affairs has not created big gaps but later on as the work grows in extent and volume something will have to be done to correct the position. Later on, there might be the need in each district for a District Development Officer with status and powers for effecting real co-ordination. What is necessary at the present time however is that the Collector and the Firka Development Officer should work together in closer association, so that the measure of co-ordination now needed may be had without difficulty. If the District Collector treats the Firka Development Officer as small fry, then no real work will be possible. It is at this point that the two Regional Firka Development Officers should make their full contribution by being in close touch with the District Collectors. The two Regional Firka Development Officers have therefore to be far more active than they are now.

"Government should at the earliest date take the necessary steps for making available the effective co-ordination of the departments concerned in the work of Rural Development."

Since the above was written 4 years ago some little improvement in the situation has been effected in regard to co-ordination. But this

is not enough. Rural Welfare work has become necessary. We have discussed this matter with the Director of Rural Welfare, the Deputy Directors and several Rural Welfare Officers and we make the following concrete suggestions, as the minimum required, to meet the need of the situation:-

(1) All special staff drawn from the various Departments and working out various schemes in the selected firkas should be placed under the control of the Rural Welfare Officer, subject only to general supervision by the District Collector.

2) In the case of Agriculture, one Agricultural Demonstrator should be made available to give whole-time work within the firka. There will of course be adequate number of fieldmen and maistries.

3) Special staff thus given to the selected firkas and controlled by the Rural Welfare Officer will of course in technical matters take the advice of superior officers in the various departments concerned. But once any scheme or programme of work is agreed to, the implementation of the same would be under the control of the Rural Welfare Officer.

Once this is done we are sure work will go on more smoothly and effeciently.

3. When the Firka Development Scheme was originally started only one firka was selected in each district and each such firka was given in 1947, the following budgetary provisions:-

		Rs.
Communications	...	50,000
Water Supply	...	50,000
Miscellaneous	...	10,000
		1,10,000

In 1950 two more firkas were added to the one already selected in each of the districts thus making three firkas in each district and the budgetary provisions then made were:-

		Rs.
Communications	...	25,000
Water Supply	...	25,000
Miscellaneous	...	10,000
	Total	60,000

Thus when one firka became three firkas the financial provision was reduced to half. In 1952 one more firka was added thus giving

four firkas to each district and the budgetary provisions were as follows:-

		Rs.
Communications	...	10,000
Water supply	...	10,000
Miscellaneous	...	10,000
Total.		30,000

Thus, when the number of selected firkas in each district became four, financial provision made for the same became less than one-third of the original provision. As the area for work was increased finance made available was steadily decreased. It is impossible to understand the mathematics of this procedure. Here is a clear indication of Government trying to turn away from a situation created by themselves through Rural Welfare work. The next inevitable step appears to be to add one or two more firkas in each district and then throw the whole burden on the people without Government contributing any financial aid except a skeleton staff. In fact this position has almost been reached.

That brings us to the question of staff. We feel that the general tendency is to provide too much staff for too little work. But the present case appears to be an exception. One Rural Welfare Officer with a lower division clerk and one peon who originally managed on firka has now four firkas. We are convinced that the Rural Welfare Officer requires more office and field staff and certainly more travelling facilities. The four firkas in each district is almost as big as a taluk.

The urgent need therefore is to provide more funds and more trained workers on the condition that the people contribute their full share in every way to whatever schemes and programmes are undertaken.

/True Extract/

T. Krishnan
SUPERINTENDENT.

hch.13/8.
S. Sivadasan
19/8

TO R.W.II.

In G.O.Ms.No.103, Rural Welfare, dated 23-1-53, the Government appointed a Two-Man Committee consisting of Sri G.Ramachandran and Sri R.R.Keithahn of Gandhi Gram to inspect the work done under the R.W. Scheme in the selected firkas and centres and to make suggestions for improving the work. The Committee visited several firkas in all parts of the State and submitted a report to the Government. This file deals with its recommendations relating to Village Industries.

The Committee has expressed great disappointment in the manner in which the village industries have been organised and advanced. In its view the work done so far in the selected firkas has hardly touched the fringe of the problem of village industries. It considers that the immediate and inescapable need is to draw up a Co-ordinated plan for the development of village industries and to implement the same directly within the frame-work of the Rural Welfare Department. The various recommendations of the Committee are briefly considered below:-

1. A small High Level Committee should be set up and charged with the task of drawing up a concrete scheme for the organisation of Village Industries without delay:-

For the development of the cottage and small scale industries, several schemes, such as the free supply of tools and implements to artisans, supply of raw materials, training of candidates in Village Industries, Sri Visweswarayya's Rural Industrialisation Scheme etc., have already been formulated and are being implemented. Taking the work done for the development of the village industries as a whole, it cannot be said that anything really tangible has been done for the orgainsation and development of village industries. It is, therefore, considered essential to set up a small high level committee for drawing up a concrete scheme for the organisation of village industries as recommended by the Two-Man Committee.

2. The Dy. D.I.& C. (Cottage Industries) should be brought into the R.W.Dept. to function under the D.R.W. like the Khadi Special Officer:

It is considered that this suggestion may be examined after a concrete scheme for the organisation of village industries is drawn up by the Committee proposed in item (1) above.

3. A suitable skeleton staff should be created for village industries within the framework of the R.W.Dept.

This can be considered only after the scheme to be drawn up by the Committee proposed in item (1) above is accepted by the Government.

4. Funds should be made available for this work.

Necessary funds will no doubt be provided when the schemes are formulated and sanctioned by the Government. No action at present.

5. Targets of productions in village industries should be set up.

The question of fixation of targets would arise only if concrete proposals have been formulated and implemented.

6. As far as possible, village industries should be organised through various multipurpose co-operative societies.

This recommendation could be considered by the Committee proposed to be set up.

7. Village Industries should be so organised as to absorb as many of the candidates as possible, trained in the various village industries at the Model Centres in the two Grama Sevak Vidyalayams.

It is proposed to ask the Principals of the Vidyalayams to state as to how many candidates have so far been trained in the various village industries at the Model centres and how many of them have been rehabilitated in the industries in which they received training, and to suggest measures to remove the difficulties, if any, standing in the way of employing them profitably in the village industries. After ascertaining the details from the Principals and bearing in mind the schemes that may be drawn up by the Committee proposed to be set up, the question as to how best the trainees of the Model Centres could be utilised for the development of Village Industries may be considered.

It may be seen that most of the above recommendations centre round the main proposal to set up a high level committee to draw/ up a co-ordinated plan for the organisation of village industries. Action has, therefore, how to be taken in the first instance to set up such a committee. In view of the impending formation of the Andhra State, however, the question of drawing up a co-ordinated plan, it seems, may perhaps be deferred for consideration by the respective Governments with reference to the needs of each area after partition. A

The case may be circulated to M(R.W.) for orders.

~~XXXX~~. T.R.S.
6-7-53

M(R.W)
7-7-53

R.W.II.

please see the orders in circulation at pp.1-4 ante. The papers may be closed as a G.O. afte making a call book entry against 1-11-53 with reference to 'A' at p. 4 ante.

G.O.Ms.No.887, dated 13-7-1953.

Two-Man Committee - Village Industries - Question of drawing up a Co-ordinated plan - Deferred.

/True copy/

T. Krishnan
SUPERINTENDENT.

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S. Seshadri
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